

Message Text

CONFIDENTIAL

PAGE 01 USBERL 03208 01 OF 02 221309Z
ACTION EUR-08

INFO OCT-01 SS-14 ISO-00 NSCE-00 INR-05 CIAE-00 INRE-00
SP-02 SSO-00 ACDA-10 PM-03 DODE-00 L-01 /044 W
-----124985 221349Z /43

O R 221205Z DEC 77
FM USMISSION USBERLIN
TO AMEMBASSY BONN IMMEDIATE
INFO SECSTATE WASHDC IMMEDIATE 5903
AMEMBASSY BERLIN IMMEDIATE
AMEMBASSY LONDON
AMEMBASSY MOSCOW
AMEMBASSY PARIS
USMISSION USNATO

C O N F I D E N T I A L SECTION 1 OF 2 USBERLIN 3208

LIMDIS

E.O.11652: XGDS-1
TAGS: PGOV, MILI, BQG, AKB
SUBJECT: REPORTS OF NEW GDR MOVES AFFECTING ACCESS TO EAST BERLIN

REF: (A) BONN 21091, (B) BERLIN 9234, (C) USBERLIN 3174,
(D) USBERLIN 3065, (E) USBERLIN 2051, (F) USBERLIN 2895, SECTION IV

SUMMARY: WE ARE ALSO APPREHENSIVE THAT GDR MAY MAKE NEW MOVES IN
THE NEW YEAR, PERHAPS AT SECTOR-SECTOR CROSSING POINTS.
EVIDENCE CONTINUES TO ACCUMULATE THAT GDR IS RESTLESS ABOUT
SOVEREIGN CAPITULATIONS, BUT SPECIFIC EVIDENCE WITH RESPECT
TO SECTOR-SECTOR CROSSING POINTS IS LIMITED. MOREOVER,
SOVIETS HAVE RECENTLY ASSURED US THAT THERE WILL BE NO CHANGES
MADE AT THE CROSSING POINTS FOR ALLIES. SOVIETS OCCASIONALLY
USE SEVERAL CHECKPOINTS BETWEEN MIDNIGHT AND 6 A.M. RATHER
THAN MAKE A GENERAL PREEMPTIVE APPROACH TO THE SOVIETS, WE
RECOMMEND A SPECIFIC DEMARCHE ABOUT GDR CLAIMS FOR ALLEGED
DAMAGES BY ALLIED VEHICLES IN EAST BERLIN. INTEGRATED INTO
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 USBERL 03208 01 OF 02 221309Z

THIS DEMARCHE WOULD BE A MORE GENERAL STATEMENT ABOUT THE
IMPORTANCE OF NOT ALTERING THE STATUS OF GREATER BERLIN. WE
THINK BONN GROUP AND CAPTIALS SHOULD DECIDE EARLY TO COUNTER
ANY CHANGE IN ACCESS PROCEDURES, INCLUDING CHECKPOINT CLOSURE
IN THE WEE HOURS OR VISAING OF ALLIED EMBASSY PERSONNEL
STATIONED IN EAST BERLIN.
WE DO NOT CONSIDER LONG-STANDING, ALLIED-APPROVED CUSTOM

SEARCHES TO BE IN THE SAME CATEGORY OF MEASURES IN EFFECT
AT INTERNATIONAL FRONTIERS. END SUMMARY.

1. WE ARE ALSO SOMEWHAT APPREHENSIVE THAT GDR MAY TAKE
ADVANTAGE OF CHRISTMAS LULL TO INTRODUCE NEW MEASURES AT
SECTOR CROSSING POINTS, ESPECIALLY ROAD CHECKPOINT FRIEDRICH-
STRASSE (OPPOSITE CHECKPOINT CHARLIE IN U.S. SECTOR)
PRINCIPAL CROSSING POINT FOR FOREIGNERS. IN ADDITION TO THE
LOGIC OF SUCH A MOVE FROM GDR STANDPOINT, AND RUMORS REPORTED
REFS B AND C, WE WOULD ADD THAT RECENT GDR WILLINGNESS TO
RIDE ROUGHSHOD OVER TRANSIT TRAFFIC AGREEMENT IN SEARCHING
WEST BERLIN AND WEST GERMAN CARS ON AUTOBAHN (TEN CASES LAST
WEEK ALONE) ALSO TENDS TO INDICATE A HIGHER GDR PRPENSITY
TO TAMPER WITH EXISTING PROCEDURES. ALSO IN RECENT MONTHS
THERE HAVE BEEN GDR DEMARCHES WITH RESPECT TO ACCIDENT CLAIMS,
BORDERS, TRAFFIC VIOLATIONS, EXFILTRATION AND OVERFLIGHTS,
ALL OF WHICH INSINUATE THE REPLACEMENT OF ALLIED RIGHTS AND
RESPONSIBILITIES IN BERLIN, OR IN GERMANY, WITH THOSE OF
THE GDR. THESE REPRESENT SMALL BUT CONCRETE ATTEMPTS TO
DIMINISH THOSE CAPTIVATIONS OF ITS SOVEREIGNTY WHICH THE
GDR PRESENTLY ENDURES. THUS, THERE IS CLEAR EVIDENCE THAT
THE GDR CONTINUES TO SEEK WAYS TO ALTER THIS STATUS. NEVER-
THELESS, WITH RESPECT TO THE VERY SPECIFIC MIROGEOGRAPHY
OF CHECKPOINTS ON THE SECTOR-SECTOR BOUNDARY, WE EMPHASIZE
THAT WE HAVE NOTHING BUT A FEW REPORTS ON WHICH TO BASE
CONTINGENCY PLANNING WE MIGHT NOW UNDERTAKE.
CONFIDENTIAL

CONFIDENTIAL

PAGE 03 USBERL 03208 01 OF 02 221309Z

2. ARGUING AGAINST THIS PESSIMISTIC HYPOTHESIS IS FACT THAT
SOVIETS HAVE REPEATEDLY TOLD US DURING PAST YEAR THAT THERE
WILL BE NO RPT NO CHANGES MADE AT CHECKPOINT CHARLIE. INDEED,
THEIR REPLY TO OUR DEMARCHE ON USE OF DIPLOMATIC PASSPORTS
(REF D) WAS LATEST CONFIRMATION OF THAT POSITION. WE THERE-
FORE DO NOT THINK IT LIKELY THAT ALLIED TRAFFIC FROM WEST
BERLIN WOULD BE AFFECTED BY GDR HOLIDAY MOVES, IF ANY. AT
OTHER END OF SPECTRUM, BEYOND ALLIED AND OTHER DIPLOMATS IN
EAST BERLIN, COME ORDINARY VISITORS AND WEST BERLIN-RESIDENT
GUEST WORKERS WHO DO IN FACT EVADE GDR REQUIREMENTS BY DEVICE
OF LEAVING EAST BERLIN SHORTLY BEFORE MIDNIGHT ONLY TO
RETURN AFTER MIDNIGHT WITH A FRESH VISA REQUEST.

3. WITH RESPECT TO THE QUESTIONS POSED PARA 5 REF A:
-- SOVIETS DO USE SEVERAL CHECKPOINTS BETWEEN MIDNIGHT AND
SIX, APPARENTLY FOR OFFICIAL PURPOSES CONNECTED WITH SPANDAU
PRISON. THE SOVIETS RUN A 24-HOUR SHIFT AT BASC WHICH CHANGES
OVER ABOUT 9 O'CLOCK EACH
MORNING; SOVIET BASC VEHICLE TRANSITS CHECKPOINT CHARLIE
ABOUT ONCE A MONTH AFTER MIDNIGHT, ALMOST ALWAYS FOR THE
PURPOSES OF RETURNING SOVIET OFFICERS FROM A SOCIAL EVENT

IN THE WESTERN SECTORS. SOVIET FLAG TOURS ALMOST ALWAYS RETURN TO EAST BERLIN BY MIDNIGHT; GENERALLY THEY RETURN TO THE WESTERN SECTORS SHORTLY BEFORE FIRST LIGHT (4 O'CLOCK IN THE SUMMER, 7 O'CLOCK IN THE WINTER). WE SUSPECT SOME MESSENGER SERVICE MAY BE INVOLVED IN SOME OF THE LATE NIGHT TRIPS BY FLAG TOURS.

CONFIDENTIAL

NNN

CONFIDENTIAL

PAGE 01 USBERL 03208 02 OF 02 221334Z
ACTION EUR-08

INFO OCT-01 SS-14 ISO-00 NSCE-00 INR-05 CIAE-00 INRE-00
SP-02 SSO-00 ACDA-10 PM-03 DODE-00 L-01 /044 W
-----125129 221349Z /43

O R 221205Z DEC 77
FM USMISSION USBERLIN
TO AMEMBASSY BONN IMMEDIATE
INFO SECSTATE WASHDC IMMEDIATE 5904
AMEMBASSY BERLIN IMMEDIATE
AMEMBASSY LONDON
AMEMBASSY MOSCOW
AMEMBASSY PARIS
USMISSION USNATO

C O N F I D E I A L SECTION 2 OF 2 USBERLIN 3208

LIMDIS

-- WITH RESPECT TO A GENERALIZED PREEMPTIVE APPROACH, OUR PRELIMINARY VIEW IS THAT IT WOULD BETRAY EXCESS NERVOUSNESS, GIVEN THE LIMITED INFORMATION WE HAVE ABOUT ANY IMPENDING CHANGES SPECIFICALLY AT CHECKPOINTS, BUT WE THINK WE COULD MAKE A STATEMENT ABOUT THE SPECIFIC GDR INTRUSION INTO A FOUR-POWER AREA, NAMELY THE PARALLEL DEMARCHES TO ALLIED EAST BERLIN EMBASSIES ON THE ISSUE OF VEHICLE DAMAGES.

4. ADDRESSEES WILL RECALL THAT IN AUGUST GDR MFA MADE PARALLEL DEMARCHES TO THREE ALLIED EMBASSIES IN EAST BERLIN FOR COMPENSATION OF ALLEGED DAMAGES CAUSED BY ALLIED PRIVATE AND OFFICIAL VEHICLES (REF E). THIS CLAIM OF COMPENSATION MOSTLY INVOLVED ALLIED VEHICLES TRAVELING IN ACCORDANCE WITH PROCEDURES BASED ON ALLIED RIGHT OF FREE CIRCULATION THROUGHOUT

GREATER BERLIN, ALTHOUGH CASES OF MLM VEHICLES IN THE GDR AND VEHICLES TRANSITING THE HEMSTEDT AUTOBAHN WERE ALSO INCLUDED. IN
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 USBERL 03208 02 OF 02 221334Z

PREPARATION FOR AMBASSADOR STOESSEL'S NOVEMBER MEETING WITH AMBASSADOR ABRASIMOV, WE CAREFULLY RESEARCHED THE MATTER OF COMPENSATION FOR DAMAGES CAUSED BY ALLIED VEHICLES IN BERLIN. THE RESULTING DEFENSIVE TALKING POINT (REF F) WAS NOT USED. HOWEVER, WE THINK THE PRODUCT OF OUR RESEARCH MIGHT NOW BE DEPLOYED IN A DEMARCHE TO THE SOVIETS WHICH (A) REFERS TO THE GDR DEMARCHE, (B) OUTLINES THE PROCEDURES FOR INDIVIDUALS IN GREATER BERLIN TO CLAIM COMPENSATION UNDER SECTOR ORDINANCE 508 BY APPLICATION TO THE BERLIN SENAT, (C) AND ENLARGES ON THIS SPECIFIC CASE TO WARN AGAINST ANY EAST GERMAN STEPS TO BRING ABOUT A UNILATERAL ALTERATION IN THE STATUS OF BERLIN. (WE ARE SUBMITTING SEPTHEM THE TALKING POINTS WE WOULD PROPOSE THE ALLIES USE HERE IN THE DEMARCHE TO THE SOVIETS.

5. IN ESSENCE, WE BELIEVE THAT BONN GROUP AND CAPITALS WILL NEED TO DECIDE EARLY ON IN THE FACE OF SUCH A CHANGE IN ACCESS PROCEDURES TO AND FROM SOVIET SECTOR WHETHER THEY INTEND TO REALLY REACT TO CHECKPOINT MEASURES. USBER WOULD ARGUE IN SUCH A CASE THAT CUTTING OFF ALLIED TRAFFIC INTO EAST BERLIN EVEN FOR PART OF THE TWENTY-FOUR DAY WOULD BE A RADICAL DEPARTURE FROM PRACTICE AND THE 1971 QUADRIPARTITE AGREEMENT AND WOULD BE UNACCEPTABLE. LIKEWISE, WE THINK THAT USE OF VISAS ON PART OF ALLIED EMBASSY PERSONNEL STATIONED IN EAST BERLIN TO PASS TO AND FROM WEST BERLIN IS UNACCEPTABLE IN VIEW OF ALLIED POSITION CONFIRMED PUBLICLY BY HEADS OF STATE MAY 9 IN LONDON. THEREFORE, IN EVENT OF SUCH A GDR MOVE WHICH, WE BELIEVE, COULD NOT HAVE BEEN UNDERTAKEN WITHOUT PRIOR CLEARANCE AND CONSULTATION WITH SOVIETS, WE MUST BE PREPARED TO TAKE EFFECTIVE COUNTERMEASURES. WE SUGGEST ALLIED EMBASSIES AND BONN GROUP REVIEW EXISTING CONTINGENCY PLANNING COVERING ALLIED ACCESS TO EAST BERLIN, INCLUDING LATEST MEASURES COVERING ALLIED FLAG TOURS.

CONFIDENTIAL

CONFIDENTIAL

PAGE 03 USBERL 03208 02 OF 02 221334Z

6. WHILE ABOVE WILL, WE REALIZE, BE ONLY marginally HELPFUL TO EMBASSY BONN FOR ITS DISCUSSION ON DECEMBER 22, WE WOULD LIKE TO STRESS AGAIN THAT ANY GDR ATTEMPT TO CLOSE OFF ALLIED TRAFFIC FOR EVEN PART OF A DAY OR TO INSIST ON VISAS IN THE PASSPORTS OF ALLIED DIPLOMATS WOULD PUT US MUCH TOO NEAR THE CLASSIC SLIPPERY SLOPE. GDR AND SOVIETS WOULD HAVE TO BE SHOWN THAT MAJOR CHANGES IN BERLIN PRACTICES, AS THESE

WOULD BE, AFFECT ENTIRE EUROPEAN SITUATION INCLUDING THE
MANY POLICY OBJECTIVES THESE TWO COUNTRIES HAVE WITH WEST.

7. NOTE: RE PARA 5 OF REF B, WE WOULD LIKE TO EMPHASIZE
THAT WEST BERLIN CUSTOMS SEARCHES DO NOT NECESSARILY TAKE
PLACE AT SECTOR CROSSING POINTS, BUT ARE OFTEN CONDUCTED
OUTSIDE OR IN SUBWAY STOPS, ETC., OR AT SOME DISTANCE BEHIND
CROSSING POINTS. THESE SEARCHES ARE IMPORTANT IN VIEW OF
SMUGGLING, ILLEGAL ENTRANTS, AND NARCOTICS PROBLEMS, AND
ALLIES HAVE APPROVED THEM FOR MANY YEARS. HOWEVER, WE HAVE
ALWAYS MAINTAINED THAT THE BOUNDARY OF A CUSTOMS AREA IS
NOT THE SAME AS AN INTERNATIONAL FRONTIER AND THE ANALOGIES
CAN BE DRAWN TO CUSTOMS PROCEDURES AT AIRPORTS LOCATED WELL
WITHIN COUNTRIES. WE WILL OBTAIN PRECISE DETAILS ABOUT
HEIGHTENED ACTIVITY IN RECENT WEEKS WHICH WE SUSPECT IS
CONNECTED TO INCREASING NUMBER OF SMUGGLING CASES, AND
PROBLEMS POSED BY PAKISTANI AND, WE NOW HEAR, INDIAN WOULD-BE
REFUGEES ENTERING WESTERN SECTORS.

8. USCOB CONCURS. GEORGE

CONFIDENTIAL

NNN

Message Attributes

Automatic Decaptioning: Z
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: BERLIN ACCESS
Control Number: n/a
Copy: SINGLE
Sent Date: 22-Dec-1977 12:00:00 am
Decaption Date: 22 May 2009
Decaption Note: 25 YEAR REVIEW
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977USBERL03208
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: X1
Errors: N/A
Expiration:
Film Number: D770477-1077
Format: TEL
From: USBERLIN
Handling Restrictions:
Image Path:
ISecure: 1
Legacy Key: link1977/newtext/t19771224/aaaaaucj.tel
Line Count: 244
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: bccdcafd-c188-dd11-92da-001cc4696bcc
Office: ACTION EUR
Original Classification: CONFIDENTIAL
Original Handling Restrictions: LIMDIS
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: LIMDIS
Reference: 77 BONN 21091, 77 BERLIN 9234, 77 USBERLIN 3174, 77 USBERLIN 3065, 77 USBERLIN 2051, 77 USBERLIN 2895
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 16-Mar-2005 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 143016
Secure: OPEN
Status: NATIVE
Subject: REPORTS OF NEW GDR MOVES AFFECTING ACCESS TO EAST BERLIN
TAGS: PGOV, MILI, BQG, AKB
To: BONN
Type: TE
vdkgvwkey: odbc://SAS/SAS.dbo.SAS_Docs/bccdcafd-c188-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009